



## The George C. Marshall Center European Center for Security Studies

There exists an under utilized tool, as far as security assistance is concerned, in the combatant commanders' arsenal for furthering U.S. interests, their regional security centers. The George C. Marshall Center activities include education, research, and outreach through a combination of in-residence and in-region courses, seminars, and conferences. Until now the centers have played only a minor role in areas of security assistance. However, due to the need to ensure organizations which enable our collective security efforts present a unified front, the coordination between organizations which traditionally plan and execute security assistance and the centers can and should increase or fundamentally change.

In the past, there was little motivation for the regional security centers to involve themselves in security assistance processes. On 1 October 2005, the Defense Security Cooperation Agency (DSCA) took administrative responsibility which includes planning, programming, and budgeting, of the regional centers. The Regional Combatant Commands (RCC) have maintained operational control. In light of DSCA's role, this should oblige the centers to become bigger players in security assistance, including the close planning and coordination of events to ensure congruency with the over arching security cooperation requirements of the Office of Secretary of Defense and the RCC. In view of other nations and multinational organizations, the regional centers benefit from a traditional association with academia rather than the military. They are also a better resource for furthering themes associated with U.S. security assistance enabled strategic communications efforts, as well as other areas related to the day-to-day execution of security assistance.

This article will provide a brief understanding of what constitute the major elements of security assistance, also referred to as military assistance by the Department of State and the agencies responsible for its execution. I will make specific recommendations for greater regional security center involvement to enhance security assistance processes.

### The Elements of Security Assistance

According to the Department of State (DoS), foreign assistance programs fall into nineteen types of accounts in five major categories. Military assistance is one category.<sup>1</sup> All the DoS foreign assistance programs have the goal of advancing U.S. foreign policy, each with slightly different approaches and different programs but ultimately focused on the same purpose. According to the *Foreign Assistance Act*:

The Congress hereby finds that the efforts of the United States and other friendly countries to promote peace and security continue to require measures of support based upon the principle of effective self-help and mutual aid [through] measures in the common defense against internal and external aggression, including the furnishing of military assistance, upon request, to friendly countries and international organizations.”<sup>2</sup>

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1. United States Department of State, *U.S. Foreign Assistance Reference Guide*, Washington, GPO, January 2005.

2. *Foreign Assistance Act of 1961* (Public Law 87-195), as amended, 4 September 1961, web site: [http://www.house.gov/international\\_relations/109/24796.pdf](http://www.house.gov/international_relations/109/24796.pdf), page 215, 20 June 2006.

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Military assistance aid includes foreign military financing (FMF) and international military education and training (IMET).

The *Foreign Assistance Act* states:

The President is authorized to furnish military assistance, on such terms and conditions as he may determine, to any friendly country or international organization, the assisting of which the President finds will strengthen the security of the United States and promote world peace and which is otherwise eligible to receive such assistance, by acquiring from any source and providing (by loan or grant) any defense article or defense service.<sup>3</sup>

In relation to IMET, it also states the following:

The President is authorized to furnish, on such terms and conditions consistent with this Act as the President may determine military education and training to military and related civilian personnel of foreign countries.”<sup>4</sup> One stated objective of the FMF program is to promote bilateral, regional and multilateral coalition efforts, notably in the Global War on Terrorism.<sup>5</sup>

The purpose of IMET is to provide training to students from allied and friendly nations. IMET students primarily consist of foreign military personnel, but in some instances can include civilians as well. An assumption made about IMET is that due to the exposure to U.S. professional military organizations in a democracy (under civilian control), similar values or desire for a like-minded and organized military will be transferred to the IMET student and propagated upon their return to their home country. A key objective of IMET is to encourage effective and mutually beneficial relations and increased understanding between the United States and foreign countries in furtherance of the goals of international peace and security.<sup>6</sup>

### **The Execution of security assistance - Department of State**

Within the DoS, the Under Secretary for Arms Control and International Security leads the interagency policy process and provides policy direction for security assistance. The Under Secretary has policy oversight for the Bureau of Political-Military Affairs. The Bureau of Political-Military Affairs bridges the gap between DoS and the Department of Defense (DoD) and also provides policy direction in security assistance matters. The Under Secretary for Political Affairs manages the day-to-day affairs of regional policy issues and their bureaus, Africa, East Asia and Pacific, Europe and Eurasia, Near East, South Asia, Western Hemisphere, International Organizations, and International Narcotics and Law Enforcement. The assistant secretaries of the geographic bureaus, through the Under Secretary, guide the operations of the various U.S. missions.

### **The Execution of Security Assistance - Department of Defense**

According to the DoD, when measured in man-years, it expends the greatest level of effort in the day-to-day management of security assistance an estimated 20,000 man-years.<sup>7</sup> The *Foreign Assistance Act* charges the Secretary of Defense with many aspects of security assistance, to include

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3. *Foreign Assistance Act of 1961* (Public Law 87-195), as amended, 4 September 1961, website: [http://www.house.gov/international\\_relations/109/24796.pdf](http://www.house.gov/international_relations/109/24796.pdf), p.258, 20 June 2006.

4. Ibid., pp. 251, 252.

5. United States Department of State, *U.S. Foreign Assistance Reference Guide*, Washington, GPO, pp.37, 38, January 2005.

6. Ibid, p. 33.

7. Defense Institute for Security Assistance Management, *The Management of Security Assistance*, at: <http://www.disam.dsca.mil/pubs/DR/greenbook.htm>, 4 July 2006

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the establishment of priorities in the procurement, delivery, and allocation of military equipment and identification of requirements.<sup>8</sup> The Under Secretary of Defense for Policy is the center of gravity within DoD for security assistance matters. The Under Secretary serves as the principal advisor to the Secretary of Defense for all matters concerned with the integration of departmental plans and policies with overall national security objectives, and exercises overall direction, authority, and control over security assistance matters through the various assistant secretaries of defense and departments.<sup>9</sup> The DoD-level agency managing the day-to-day direction and execution of security assistance for DoD is the Defense security cooperation Agency, a subordinate to the Assistant Secretary of Defense for International Security Affairs.

The combatant commanders are responsible for making recommendations to the Secretary of Defense on all matters related to security assistance, to include programs, policies, and projections. Each combatant command integrates elements of security assistance and its component U.S. foreign policy goals and objectives into broad theater engagement strategies. These strategies build upon guidance in the Secretary of Defense security cooperation Guidance. A primary difference between the secretary's guidance and that of the combatant commands is whereas the secretary's guidance may not mention every region or country in a combatant commands area of responsibility (AOR), the commands strategy normally contains a country-by-country rundown of objectives and desired end-states.

Within the combatant commands, the single face to the customer is typically the security assistance organization (SAO), which is part of the embassy and country team. The combatant commanders command, supervise, and support the various SAOs within their AOR. The functions are normally done with close coordination and cooperation with the respective Chiefs of Mission. The legislated functions of SAOs are:

- Foreign military sales case management
- IMET program management
- Security assistance program monitoring, evaluation, and planning of the host country's military capabilities and requirements
- Administrative support
- Promoting international cooperative programs
- Other liaison functions<sup>10</sup>

### **Recommendations for Change**

Since many combatant commands have responsibilities associated with security assistance spread among more than one directorate, the regional centers, with the requisite staffing and resources, are in a position to ensure these efforts are consolidated and focused by assisting the combatant command level planning, execution and oversight of security assistance. Likewise, the regional centers can help unify the efforts of the other security assistance organizations as they relate to our security cooperation end-states and objectives as well as provide consistency of message to our foreign counterparts.

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8. *Foreign Assistance Act of 1961* (Public Law 87-195), as amended, 4 September 1961, at [http://wwwa.house.gov/international\\_relations/109/24796.pdf](http://wwwa.house.gov/international_relations/109/24796.pdf), p. 308, 20 June 2006.

9. Defense Institute for Security Assistance Management, *The Management of Security Assistance*, at <http://www.disam.dsca.mil/pubs/DR/greenbook.htm>, 4 July 2006.

10 Ibid.

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Involvement by the regional centers would provide dimensions and focus other organizations may not with regard to security assistance. The centers' involvement in the security assistance process could allow for greater consistency and coordination of national and RCC level Strategic Communications themes to be integrated. Even with the legislated restriction on who can be trained under IMET, centers still provide a larger and more diverse audience base since the centers draw upon not only military leadership, but civilian leaders, members of the legislature, and members of the international media. The entire audience could be exposed to the purposes and results of our security assistance and other aid programs, and centers could provide a larger and better pool of metric data to bolster funding decisions and any strategy changes.

As an academic institution, in order to extend the contact and exposure to U.S. messages, the centers could develop and cultivate a sort of alumni association of IMET students as they do for their course attendees.<sup>11</sup> An alumni association would provide and enhance the execution of security assistance in the following manner:

- A better mechanism for developing and maintaining a RCC specific database of attendees to U.S. sourced education and training and the means of constant contact through the life and service of the individual.
- A forum to reinforce training and further develop themes instilled during training – democracy, rule of law, and so forth.
- A sense of belonging to an organization of elites among their fellow countrymen and peers.
- The SAO can utilize this pool to identify current and future “movers and shakers” who should be systematically identified for further development through IMET.
- A pool of potential advocates to forward certain U.S. positions or policies.
- A forum for contact on a more social rather than official or military level, one from which, taking a cultural viewpoint, the U.S. could derive strategic dividends.

As centers of academic excellence, the regional centers are well-placed and equipped to enhance the theater, regional, and country understanding for military and civilian personnel to include foreign service nationals involved in security assistance. This includes those assigned to the regional commands, the components of that command, and any other associated unit involved in security assistance and cooperation strategy. The centers can provide initial and continuing region and country-specific education and orientation prior to these individuals' arrival at their assignments. The purpose and overall benefit to this proposal is an equal level of understanding regarding country, region, and AOR specific security issues and plan toward attainment of the RCCs' security cooperation objectives and end-states. The regional centers are distinct, such as the Marshall Center being a bilateral U.S. and German organization, so eventually some hybrid of the previous recommendations may emerge, but the ultimate result would be the same.

It is apparent the regional centers are unique organizations with unique missions, ones which could enhance the execution of security assistance and the RCCs' security cooperation efforts. They possess the necessary tools, well-qualified faculty, and background to bring this paper's recommendations to fruition; it is up to the RCCs to tap into and make efficient use of these tools. This will necessitate

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11. Similar recommendations for an IMET-related association can be found in John Cope's *International Military Education and Training: An Assessment*, however the recommendations in this paper differ in scope, scale, and who best to oversee them.

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the coordination of all the players, such as DSCA, the RCCs, and the regional centers, to set these changes in motion.

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